



National Academy of Public Administration
Chartered by Congress

WORKPLAN FOR THE
STUDY OF INTELLIGENCE PERSONNEL SYSTEMS

MAY 12, 1988
(REVISED)

Task I -- IC Agency Uniqueness

A. Objective:

Identify the special personnel authorities granted to the Intelligence Community agencies and the specific rationales on which they are based. Evaluate the present and future applicability of these rationales as the basis for developing IC personnel practices and proposals.

B. Tasks and Methodology:

- prepare a statement and list of criteria/rationales used historically (since the National Security Act of 1947) by the executive, legislative and judicial branches in granting approval of special personnel and operating authority to the intelligence agencies.
- prepare a matrix reflecting the application of the rationales to specific classes of positions, occupations, disciplines, elements or regions in each agency where special authorities are in effect or are contemplated.
- use the rationale to evaluate significant pending personnel proposals and initiatives.
- assess the sufficiency of the rationales identified, in terms of current and future mission needs, as a yardstick for executive and congressional oversight.

Resources for this analysis:

- agency preparation of the rationale papers
- agency preparation of the application of the rationales
- interviews and/or group discussions on the current validity of the rationales

C. Schedule:

1. Initiate request for preparation of papers in May.
2. Interviews/discussions in June.
3. Paper completed for the July 12 Panel meeting.

E. Analysts: John Clarke and Frank Yeager

May 12, 1988

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Task II -- Future Mission of IC Agencies

A. Objective:

Establish the extent to which the past experience and future missions of the IC agencies serve as a frame of reference for designing flexible human resource management systems to meet a wide range of operating circumstances and changing needs. Important to achieving this objective will be study of the wide shifts in staffing levels brought about by adjusting to strategic trends of the past.

B. Tasks and Methodology:

Prepare a paper which:

- describes staff size changes since 1960 and the impact of these changes on the agency personnel program.
- lists and describes new initiatives being developed which have significant outyear staffing and skill implications.

Resources for preparing paper:

- briefings for panel members and staff by senior ICS and agency staff.
- ICS review of recent budgets to identify major new initiatives authorized for outyear implementation.

C. Schedule:

1. Initiate ICS budget review in May with two week completion date. (Staff change analysis will be conducted as part of the staffing review.)
2. Conduct interviews in May and June.
3. Prepare staff paper for July 12 Panel meeting.

D. Analyst: Don Wortman with individual panel members.

May 11, 1988

Task III -- Workforce of the Future

A. Objective:

Establish long range projections for the US workforce which have significant implications for the IC agencies.

B. Tasks and Methodology:

Prepare a paper describing the projected composition of the U.S. workforce through the year 2000, which identifies the changing workforce demographics most likely to affect the intelligence agencies. Issues to research are:

- Workforce composition (by race, sex, age)
- Projected skill shortages, in the four critical skill disciplines or any others
- Changing values as they affect employment (i.e. "lifetime career" concept, family-related issues)
- Citizenship of graduates of U.S. universities, especially in critical skill disciplines or other projected shortage skills
- Impact of hi-tech environment.

Resources for Preparing Paper:

- Intelligence agencies' research/projection results
- Bureau of Labor Statistics information
- Hudson Institute's Workforce 2000 report
- Nesbitt Group
- National Commission on the Public Service
- Educational or professional organizations related to critical skill disciplines
- OPM projections
- Nexis search for limited subjects

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Task III -- Workforce of the Future (continued)

C. Schedule:

1. Issue call to IC agencies for copies of existing studies in May.
2. Complete review of material and prepare report by June 15.
3. Consider at July 12 Panel meeting.

E. Analyst: Elaine Orr

May 11, 1988

Task IV -- Creating a More Diverse Workforce

A. Objective:

Examine the equal employment efforts of each intelligence agency, and determine what each agency is doing to enhance the representation of female and minority staff in their organizations.

B. Tasks and Methodology:

Prepare a paper which assesses the current status of affirmative action in each agency and discusses the implications for the future. Issues to be addressed are:

- analysis of each agency's equal employment profile, including recruitment and promotion data.
- identification of the principal feeder positions for management positions in each agency and the minority/female representation in these feeder positions.
- identification of the training programs considered essential to advancement and the representation of minorities/females in each program in recent years.
- identification of the recruitment/selection tests used by each IC agency and the status of the validation of each.
- description of actions taken by each agency in recent years to enhance representation of minority/female staff at all levels in the organization.

Resources for preparing paper:

- data provided by the IC agencies.
- interviews with selected officials.
- EEOC reports.

C. Schedule:

1. Requests for agency reports to agencies in May.
2. Interviews start in May.
3. Analyses in June with paper completed July 1 for July 12 Panel meeting.

D. Analyst: John Wilson

May 11, 1988

Task V -- Staffing

A. Objectives:

1. Determine if there are current or projected skill shortage and retention problems of quality staff which threaten agency mission accomplishment. If so, develop options for current and future actions to address these issues.
2. Determine the impact of changing congressional staff authorization levels on agency ability to recruit and retain quality staff.

B. Tasks and Methodology:

1. For objective one, prepare an analysis of agency experience in staffing mission critical occupations; their ability to retain staff in these occupations, and quality indicators for staff recruited and retained. Issues to research include:

- each agency's five most mission critical occupations.
- vacancy rates, hiring experience, and attrition for each identified occupation as well as for each of the occupations cited in the authorization act.
- the size of the selection pools for key occupations as an indicator as to how attractive the agency is an employer.
- data on the time lapse between employment offer and entrance on duty and causes of undue delays.
- data, to the extent available, on the cost per hire. Also on the training costs--dollars and time--to bring an employee up to the full performance level.
- the degree to which the IC agencies coordinate recruitment programs and share information on potential recruits.
- the quality measures for the critical occupations. Determine the extent to which high quality staff, judged against these standards, tend to remain in the organization or leave prior to retirement.

Task V -- Staffing (continued)

- available data on the characteristics of staff who leave prior to retirement in terms of the quality indicators, type of skill, grade level, etc.
- the number of resignations because of inadequate salary levels in terms of type of position, quality of the person resigning, and cost of replacement.
- IC agency quit rates due to inadequate compensation, as compared to the experience of selected agencies identified in literature review.
- available agency data which indicates the degree of competition with the private sector.
- anticipated changes in the skill mix of the future workforce.

For objective two, prepare an analysis of staffing level changes since 1960 and the reasons for major increases and decreases. Assess the impact of these changes on the agency staffing program.

Resources for preparing analyses:

- a. Data provided by the IC agencies.
- b. Interviews with selected officials.
- c. Literature review.

C. Schedule:

- 1. Provide data request to agencies in May.
- 2. Work products to be completed July 1 for consideration at July 12 Panel meeting.

D. Analyst: Jim Sweet

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Task VI -- Training and Career Development

A. Objective:

Develop recommendations for future intelligence agency training and career development programs to prepare their changing workforce for the future. Given that current programs will serve as the baseline for comparison, examine each agency's training and career development programs in terms of how well each supports current and future mission accomplishment.

B. Tasks and Methodology:

Prepare a paper on the status of each IC agency's training and career development program and the relationship of this program to the agency mission, current and projected. Issues to research are:

- each agency's formal training/retraining and career development policy, with a comparison to actual practice in recent years.
- long range training plans, if established, and linkage to agency mission: Description of linkages between training and career development programs and planned job progression of staff.
- resources committed to training and career development together with agency staff assessment of resource adequacy.
- tie-in or lack thereof of training and career development programs to long range workforce and succession planning. Specifically, are workforce and succession planning programs used to define and guide staffing, training, and career development program needs of the agencies.

Resources for preparing paper:

- data requests to IC agencies.
- review of agency career development and training policy and plans.
- review of agency workforce planning procedures and plans.
- interviews with selected staff who have training and workforce planning responsibilities.

Task VI -- Training and Career Development (continued)

C. Schedule:

1. Data request to IC agencies, with June 1 due date.
2. Initiate interviews in May.
3. Paper completed for July 12 Panel meeting.

D. Analyst: Don Smith

Task VII -- Personnel Security

A. Objective:

Determine the impact of the more stringent personnel security requirements of the IC agencies on their ability to attract and retain top quality staff.

B. Tasks and Methodology:

Prepare a paper on the personnel security requirements of the IC agencies. Issues to research are:

- the personnel security procedures used by each of the intelligence agencies.
- the impact of the personnel security process on the selection process.
- impact of reinvestigation program on current staff retention rates.
- agency experience in separating staff for security reasons.
- views on the polygraph examination as a security tool.

Resources for preparing paper:

- data request to each IC agency
- staff interviews
- literature review on use of the polygraph.

C. Schedule:

1. Initiate data request in May.
2. Conduct interviews in late May, early June.
3. Complete paper for the July 12 panel meeting.

D. Analyst: Elaine Orr

Task VIII -- Compensation and Benefits

A. Objectives:

1. Evaluate specific compensation/benefits problems identified in initial survey.
2. Assess current proposals for new compensation and benefit models for IC agencies, and develop guidelines to evaluate future proposals.
3. Develop recommendations for improvements in compensation systems beyond those currently being considered.

B. Tasks and Methodology:

For objective one, develop a comprehensive comparison of the current pay and benefit practices of the intelligence agencies. This analysis will:

- Outline current pay and award practices of each of the agencies in the IC with special emphasis on the flexibilities utilized by each agency.
- Provide data on the total salary, salary supplements, and awards paid to representative individual staff members in each agency.

Additionally, individual analysis will be conducted of the following specific questions:

- compensation and benefits comparability of staff in overseas assignments, both colocated and separately assigned. This analysis will consider tax treatment and compare each agency to the Foreign Service.
- each agency's compensation practices for staff assigned to high cost of living areas in the US.
- the costs of federal staff compared to contract staff.
- whether dual compensation restrictions for retired military officers is a significant impediment to recruitment for positions that require specialized military intelligence experience.

For objective two, evaluate specific pending agency proposals for new compensation and benefit programs. This will include:

- evaluation and recommendation on proposals for a flexible benefits program for CIA staff. The evaluation will be in terms of the rationale for special treatment for CIA staff in this area.

Task VIII -- Compensation and Benefits (continued)

- criteria for evaluation of future compensation proposals. These criteria will relate to the findings and recommendations in Task I -- IC Agency Uniqueness.

For objective three, examine current compensation systems and changes in these systems currently being considered. Develop recommendations for further changes to make these systems more effective in supporting the IC mission in the years ahead.

Resources for preparing these analysis:

- data requests to IC agencies.
- prior agency studies.
- interviews with selected officials in the intelligence community.
- review of relevant literature.
- discussions with staff in other federal agencies as appropriate.

C. Schedule:

1. Begin data collection as soon as compensation analyst is granted Secret level clearance.
2. Complete objective one for the September 30 Panel meeting.
3. Complete objective two as soon as possible.

E. Analyst: Joe Howe

Task IX -- Organizational Issues

A. Objective:

Develop alternate proposals for the possible role of the DCI/ICS in providing guidance and direction to the intelligence community agencies' HRM programs and for performing an on-going oversight of HRM.

B. Tasks and Methodology:

Prepare an issue paper which proposes alternate models for a DCI HRM role and discusses the pros and cons of each proposal.

Resources for preparing paper:

- products of other tasks.
- staff analysis and discussion with selected ICS and IC agency representatives.

C. Schedule:

1. Begin development of issue paper in July after panel discussion and decision on uniqueness criteria, staffing, EEO, personnel security, and training and career development issues.
2. Paper completed for the September 30 Panel meeting.

D. Analyst: Frank Yeager

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